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ABSTRACT

Phase 1 of the National Commission on Working Women (NCWW) process for change was dedicated to learning and communicating problems of the 33 million women (80% of the female workforce) who are in the lowest paying and least regarded jobs. Three principal means were developed to reach as many of the 80% as possible: regional dialogues, national survey, and letters. NCWW identified four areas of prime concern: low wages and benefits; lack of personal support systems; lack of quality, affordable child care; and inaccessibility of appropriate education and training opportunities. Two specific strategies were created to effectively utilize the information collected. The first was linked with NCWW's on-going public awareness program. Mechanisms established were a slide tape presentation, news bureau, quarterly publication, Annual Women at Work Broadcast Awards Program, public testimony, and informal speakers bureau. The second strategy was design and testing of action-based model programs, including Research Roundtable on Working Women, Career Counseling for Clerical Workers, state/local dialogues with working women, Conference on Community Solutions for Child Care, education/career advisement of working women, and personal skills training. Major elements of phase 2 will include leadership skills training and development of policy options papers. (YLB)

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DISCOVERING THE 80%

Final Project Report

by the

NATIONAL COMMISSION ON WORKING WOMEN

(1977 - 1980)

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
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NATIONAL INSTITUTE FOR WORK AND LEARNING

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PREFACE

This is a report of the accomplishments of the National Commission on Working Women. It is about three years of effort to make things better for those 80 percent of women in the paid work force who are in the lowest paying and least regarded jobs in the American economy.

The Commission, supported initially and primarily by a grant from the National Institute of Education, set out to help 33 million women. If the Commission's charge had been to develop a government program to set things right here, the futility would have been immediately apparent; the National Institute for Work and Learning would not have taken on the assignment of organizing this Commission (which it did) and providing it with the necessary staff support (which it does through its Center for Women and Work). Instead, this effort has been carried out in the private sector. It has been an experiment in new ways to approach and to try to solve social problems that are complicated particularly by not being clearly defined.

This approach has been to create a process for people in the private sector working together, listening closely to what real live working women have to say about what their problems are. The National Commission on Working Women itself combines representative working women and representatives from business, labor, education, and the media.

The Commission's projects and programs have also involved these sectors, and the specifics of these three years of intense effort are detailed in the pages that follow. It has complemented what government can and should do, and it has created an approach that can now be extended across to more women in the 80 percent and down to States and local communities.

A lot of people have been involved from all sectors of the economy, and they have found in their efforts both a common interest and a common purpose. We express our gratitude for their enthusiasm and their willingness to become involved. Too many to list by name, they belong to a growing population of "public servants" who do their work in the private sector.

This work would not have taken place without the funds of the National Institute of Education, the vision of its project officer, Nevzer Stacey, and the continued support of its director, Michael Timpane.

Willard Wirtz

Willard Wirtz
Member of the Commission
Chairman, National Institute for
Work and Learning

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A MESSAGE FROM NCWW CHAIR ELIZABETH DUNCAN KOONTZ

Discovering 33 million women is remarkable. Discovering that 33 million women share the same set of problems is striking. In 1977 we gave them a name: "The 80%." We had discovered that 80% of the female workforce was concentrated in low paid, dead-end clerical, service, sales, factory, and plant jobs. It was not difficult to find the statistical profile, and with it powerful evidence that these women were not in an equitable work environment. To discover what this meant to women themselves, to discover what these women knew about their rights as workers, and to discover ways to unlock the potential energy and leadership of grassroots women - that was the dynamic challenge.

In the first place, there was the question of whether these women wanted to be discovered. In the second place, there was the question of whether the problems they faced were unique to them as a group. And, finally, there remained the question of whether an innovative approach to problem-solving through the collaboration of business, labor, education, government, the media and the 80% could be useful. The answer is a resounding yes!

The exclusion of women from the ranks of management and professionalism drew the attention of researchers and social innovators in the 70's. Advocacy and training for the movement of women into management reached a fever pitch. As a result, a new and energetic cadre of women now hold management positions.

The exclusion of pink and blue collar working women from economic justice, from employment opportunity, and from full productivity as workers is an equally critical concern and must become the focus of employment advocacy for the 80's.

As an educator, I am grateful to the National Institute of Education for acknowledging a need to reach out to this essentially invisible 80%. The recognition that this constituency of working women has been poorly served educationally, despite their statistical years of education, and that they have been inhibited occupationally, is long overdue.

We at the Commission have not only discovered the 80% and invested in their future and our own, but we have tried to facilitate public discovery of the prime concerns of these working women as well. No discussion of employment policy, adult learners, worker advocacy or family structure can be valid unless the 80% is there.

Nearly half of the workforce is composed of women. Over half of all women work. Women can now expect to work an average of 26 years of their lives. It will take leadership and a heightened sense of responsibility toward women workers to bring about change. Our firm commitment must be to the empowerment of the 80% and to the discovery of new ways to serve in that capacity.

On behalf of the Commission,

Elizabeth D. Koontz

Elizabeth Duncan Koontz
Chair

December 31, 1980

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CREATING A PROCESS FOR CHANGE - A THREE YEAR EXPERIMENT

An Overview by Joan M. Goodin, NCWW Executive Director

Looking back over the past three years, one thing stands out very clearly: the National Commission on Working Women (NCWW) is totally unlike hundreds of other commissions that use the names of prominent citizens to file a report which is not widely read, and then go out of business. In such cases members seldom become personally involved in the task at hand, and the particular population for which the body was created is generally absent from the discussion.

On the contrary, the National Commission on Working Women is a non-governmental, action-oriented effort in which Commissioners have become personally and deeply engaged. Among these dedicated women and men are representatives of the target population: a supermarket cashier, a child care worker, a household technician, a clerical worker, and a textile worker. These grassroots Commissioners have provided a constant reality check to guide our work. Their opinions and experiences have been and will continue to be an integral part of everthing we do.

Upon completion of its third year, NCWW is a successful model in the development of a total process for change, rather than an isolated approach to a problem. Thanks to Commissioners' commitment to this process, NCWW does not intend to go out of business on December 31, 1980 with the filing of this report. Rather, this initial three year period now becomes Phase I of the NCWW process for change. This Phase has been dedicated to learning and communicating the problems of women in the 80%. This will be followed by two additional phases of approximately three years each, aimed at finding solutions and training core leaders, which will lead in turn to promoting solutions at the community level.

When NCWW Chair Libby Koontz convened Commissioners for the first time in November of 1977, we all knew two things. We knew that those representatives from the corporate world, from organized labor, from education, the Congress, the media, and the grassroots had agreed to become Commission members because of their concern about the conditions of blue and pink collar women workers. We also knew that, given the multi-sector composition of the Commission, historical and political differences had preceeded this attempt at collaboration. Thus, Commissioners began the process by working in small groups for the benefit of the whole.

NIE had provided the basic two-year grant of $200,000 per year in order to learn about the 33 million invisible women of the 80%. Given these resources and the size of the target population, how was this task to be approached? Commissioners agreed upon two basic policies which have guided our work ever since:

1) It would be necessary to design ways to learn the opinions of as many working women as possible in order to know <u>their</u> perceptions of the problems. No group of 26 people sitting in the nation's Capital could in good conscience claim to know the problems faced by 33 million women around the country, without communicating directly with the women themselves.
2) A public awareness campaign must be carried out to bring these women workers into the mainstream of policy planning. Until the 80% gained visibility as a group and a place on the public agenda, there was no real hope for change.

A description of the implementation of these two basic decisions forms the bulk of this report.

Another important consideration for the Commission was the adoption of an appropriate tone or style. Because this was a new kind of collaborative attempt to focus on working women, with a desire to reflect the dignity of the 80% and a potential for reaching policymakers from the sectors represented, it was decided that "quality" would be the goal for all NCWW publications and programs. It was recognized that there was a risk inherent in this decision, since it meant investing available resources in fewer tools at greater cost. Another result, not forseen at the time, was what we now perceive as the direct relationship between "looking prosperous" and the difficulty of raising funds as a private, non-profit entity. The two remaining phases of the NCWW process will depend upon our ability to overcome this barrier while maintaining the standard already set.

One thing we know - without basic support from the federal government, this new process for stimulating collaborative efforts at all levels would never have been seeded. We believe this to be an exemplary use of the public trust. In addition to exploring the problems of 33 million citizens, designing model programs to address those problems, and performing a clearinghouse function for all sectors, that support has allowed us to build a solid constituency and, we believe, to establish the credibility needed to successfully pursue our overall goal: the achievement of social and economic equality for the 80%. In our third year, NIE support continued at $175,000 with a contract for specific tasks. Based on established credibility and a high performance record, contributions from corporations and unions thus became an important source of support for NCWW activities. In the following pages the reader will have an opportunity to judge the success of our initial efforts, as Phase I draws to a close.

HOW WE LEARNED FROM THE EXPERTS - THE 80%

In keeping with the Commission's decision to learn directly from working women about the problems they face, mechanisms had to be designed to reach as many of the 80% as possible with the resources at hand. Three principal means were developed to accomplish this task.

1) REGIONAL DIALOGUES WITH WORKING WOMEN

A major focus of NCWW's activities during the first two years was a series of Regional Dialogues with Working Women. The country was divided into six regions of from eight to eleven states each, and Dialogue sites were carefully chosen to reflect the demographic and other characteristics of the area. Sites included: Seattle, WA (May 6, 1978), Denver, Co (June 3, 1978), Madison, WI (June 24, 1978), Nashville, TN (July 15, 1978), Baltimore, MD (January 20, 1979), and Albany, NY (April 21, 1979). Experience gained from one meeting to the next enriched the process created for this new type of action research.

Each meeting was co-sponsored by an educational institution or a women's commission in the host state. In addition, site consultants were retained to coordinate physical arrangements, and to carry out region-wide media campaigns before, during, and after the meetings.

In each case, the Governor of the host state proclaimed "Working Women's Month," and those proclamations were used to develop public service announcements for radio and television, as well as to generate newspaper coverage of the status of the 80%.

The meetings were invitational. One hundred and fifty women employed in clerical, service, retail sales, operative and craft categories were selected as delegates. Age, race and union membership were also important factors in seeking to achieve a heterogeneous group that would reflect the

composition of the 80%. NCWW and the co-sponsoring bodies sought assistance in outreach to potential delegates through the many national, state and local groups in touch with women in the community.

Full financial assistance was offered to those delegates who could not otherwise afford to attend. This was provided through a special grant from the Rockefeller Family Fund. Moreover, local funds were donated by individuals, labor organizations and businesses to help defray other costs.

Thanks to the concurrent media campaign, coverage by radio and television stations was very generous. It is estimated that some $100,000 of air time was dedicated to working women as a result of these Dialogues. This is another proof of the very high level of interest generated by these efforts.

The Dialogues were also attended by interested observers from women's organizations, government agencies, the media, and educational institutions. These observers generally met together during the workshop period to discuss the programs and projects in which they were involved. They were able to share valuable information and make new contacts. Many observers also brought materials to share with participants. NCWW will have many future opportunities to take advantage of this "observer network."

Each Dialogue opened with a keynote address, incorporating a call to working women to organize for change and an explanation of what the Commission wished to accomplish. This was followed by a presentation of the NCWW Slide Show "It's About Time," which illustrated many of the problems of women in the 80%. Then the delegates separated into ten small groups. They spent the next two or three hours together (with a facilitator and recorder in each group), discussing and documenting the problems of working women and possible solutions. The mid-day break included a luncheon and talks by

national and state leaders. The afternoon was devoted to a dialogue with decision-makers. A panel was selected to reflect the composition of the Commission: business, labor, education, state government, and the media. Following a report from the workshops, which synthesized the problems and solutions discussed, the panelists had an opportunity to express their views. The floor was then opened for a general exchange, and delegates could either question panelists or comment upon their remarks.

As each meeting closed, there were expressions of warmth and concern for a continuing relationship among the women present. The hallmarks of the meeting were heightened awareness and motivation through peer discussion, an opportunity for interaction between decision-makers and women workers, and the identification of priorities to guide NCWW's future efforts.

State and Local Dialogues Stimulated

The Regional Dialogue concept stimulated interest across the country because of the realization that without the cooperation and assent of working women themselves, no strategies - no matter how just, sound or complete - will be successful. (See model programs described in section on "What We Have Done With What We Learned" for more information on state and local dialogues.)

Educational Needs of Working Women

Based on a survey of delegates and the attendance of representatives at NCWW Regional Dialogues, the National Advisory Council on Women's Educational Programs undertook a study of the education, training and counseling needs of working women. Inspired by the opportunity to reach a large cross-section of the female blue and pink collar population, NACWEP requested permission to collect data about the educational needs of the 80% within the framework of the Dialogues. This Council advises the Department of

Education with regard to the broad issues of educational equity for women. Its report, titled "Working Women Speak," was published in July of 1979.

2) NATIONAL SURVEY OF WORKING WOMEN

Another means of eliciting input from a large number of women throughout the country was the professionally-designed questionnaire placed in the September 1978 issue of national magazines and the labor press in conjunction with Labor Day. Magazines that printed the Survey included: Essence, Lady's Circle, Good Housekeeping, MS., Personal Romances, Woman's Day, Women's Agenda, and Working Woman, while approximately 18 labor union and local newspapers participated.

This National Survey of Working Women was a further attempt to understand women's attitudes about their worklives, their homelives and their personal lives. Over 150,000 responses were received from women across the country. One hundred and ten thousand of these responses were tabulated by computer and analyzed by project consultant Dr. Herman Miller, an expert in this field. These included approximately 82,000 women in the paid labor force. The questionnaire was designed to be completed by ALL working women - those doing paid work, full-time homemakers, unemployed women and those who planned to look for a job.

Employed women were asked to provide information about their problems and concerns, as well as about what they liked or disliked about various aspects of their jobs. Women who were not working for pay at the time of the survey were asked whether or not they planned to seek employment, and to report the kinds of problems they anticipated should they take a job.

Information for both groups of women was then related to various demographic and economic characteristics such as age, race, marital status, occupation, educational attainment, family income and individual earnings.

The results of this analysis were published by NCWW in a 21-page report entitled "National Survey of Working Women: Perceptions, Problems and Prospects," which is available for purchase from the NCWW office.

This project was funded entirely by private-sector contributions. Beyond its value as a data collection instrument, the Survey provided NCWW with a human drama which heightened and reinforced the growing understanding of the prime concerns of women in the 80%.

Subset of Survey Data Used for National Secretaries' Week, 1979

As a focus on National Secretaries' Day (April 25, 1979), NCWW released responses from the 31,000 secretaries and other office workers who participated in the National Survey. Among these respondents were 19,000 secretaries and 12,000 women who worked in other office jobs. All were asked about job-related, home-related and personal problems. An analysis of these data was published in a report titled "A Focus on the Problems, Needs and Concerns of Secretaries," which also included an examination of such issues as satisfaction with specific aspects of the job, overall satisfaction with way of life, and overall job satisfaction.

3) LETTERS...WE GET LETTERS

In conjunction with the National Survey alone, NCWW received over 2,000 letters from women workers, describing their problems and their feelings about the jobs in which they were employed. This outpouring prompted a Business Week writer to ask "how serious must conditions be to prompt 2,000 women to write to a Post Office Box?"

Indeed, women were anxious to let somebody - anybody - know how isolated and badly they were feeling. Added to the letters transmitted with the Survey questionnaire were the thousands of other letters received in the normal course of NCWW activities during the past three years. These

communications, as well as scores of phone calls and other personal testimony, have provided another rich source of information with regard to the opinions and attitudes of working women from all parts of the country.

Every letter received by the NCWW office was read, analyzed for content and answered, provided a return address was furnished. In many cases, the writer was referred to an organization or agency in her community that could help with a particular problem. Often themes from these letters were used as the basis for speeches and articles, as well as for quotes used in press releases and reports. In essence, these letters have been invaluable in further clarifying for NCWW the prime concerns of pink and blue collar women workers.

WHAT WE LEARNED - THE FOUR AREAS OF PRIME CONCERN

As a result of what has been learned directly from women in the 80% through the Regional Dialogues, the National Survey, correspondence and other outreach efforts, NCWW was able to clearly identify four Areas of Prime Concern to working women. The following is a description of these four prime concerns in order of priority as reported by the 80%, as well as the overall goal adopted by NCWW in each of these areas.

- Wages and Benefits

Wages and benefits for working women are too low. Women's jobs are automatically paid less than jobs classified as men's. Since most women are concentrated in female-intensive occupations, this adds up to occupational wage discrimination. On the average, women earn only about 59% of what men earn in this country. It is difficult for women to gain access to higher-paying, traditional male jobs. Sex bias and misplaced credit for achievement often interfere with a woman's chance for promotion or salary increase. Benefits such as health care and pensions do not meet the needs of women workers. While there are good laws on the books in the area of equal opportunity, enforcement is grossly inadequate.

General Goal: To establish a sex-fair system for rewarding work, with adequate benefits for all workers.

- Personal Support Systems

Lack of personal and work-site support systems such as employee organizations or professional associations keeps women in the 80% isolated and without the information necessary to improve their work lives. Traditional sex roles lead to occupational segregation which further complicates the problem and also limits opportunities to achieve full earning potentials.

Of the 80%ers responding to the NCWW National Survey, 33% reported a lack of job counseling as a serious problem, while 26% reported a lack of self-confidence to get ahead on the job. Women suffer a loss of self-esteem when they are trapped in low-status jobs with little respect or dignity. In turn, this often leads to lowered expectations, thus closing the vicious circle. Sexual harassment and double jeopardy for minority and older women create additional problems.

General Goal: To rid society of outdated myths concerning working women's roles and establish information/communication systems to end their isolation and enhance self-esteem.

- Child Care

Working women are severely hampered by the lack of quality, affordable child care. Child care is not seen as integral to a woman's work role, and many employers are not sympathetic to family crises. The dual role of work and family maintenance leaves women with little energy or motivation to improve the system. Of the NCWW National Survey respondents, 60% of employed women who were married and those with dependent children reported that they needed more help at home. Moreover, of the employed women with children, presumably those who already had made some arrangements for child care, one-third still reported child care as a problem.

General Goal: To make quality child care available to working parents.

- Education and Training

Too little training is available for women who wish to better their work lives. While training does exist, it is not always suited to the needs of women. Women are at a disadvantage because they do not have adequate information and counseling to make decisions about career objectives and how to evaluate opportunities for training. The prerequisites for women --

time, money and counseling -- are too often missing. This was underscored by the NCWW National Survey when 46% of respondents from the ranks of the 80% reported "no chance to train for a better job," and 40% reported "no time to continue my education."

General Goal: To make career advisement and appropriate education and training opportunities accessible for working women.

The identification of these four Areas of Prime Concern has set the NCWW agenda for the future. It is within these areas that the Commission intends to concentrate, seeking feasible approaches to these problems as a bridge between the reality and the overall goal adopted in each case. Beginning in 1981, Phase II of the NCWW Action Plan will concentrate on developing specific sector options for resolving these complex problems, while continuing an overarching public awareness effort.

WHAT WE HAVE DONE WITH WHAT WE LEARNED

From the start, the Commission has been committed not only to exploring the problems of working women, but also to raising public awareness about their situation, and designing action programs to help solve these problems in innovative ways. In line with that commitment, two specific strategies were created in order to effectively utilize information collected about and from women in the 80%.

I. COMMUNICATIONS

The first of these strategies is linked with NCWW's on-going public awareness program aimed at placing issues of concern to women workers on the national agenda. A number of mechanisms were established to accomplish this:

-- Audio/Visual: An important vehicle for describing the goals and objectives of the Commission has been a slide tape presentation entitled, "It's About Time." Three women talk about their work and their economic and family concerns. These womens' lives cut across all of the many barriers and biases that exist for women in the 80%. Libby Koontz introduces the Commission, its innovative structure and outlines the hoped for results of the Commission's agenda. The slide tape show has been used extensively as a way to introduce the 80% to policy makers as a collective constituency, to help grassroots women make the connection between their personal problems and those of other women and to reinforce the important fact that the 80% are a legitimate and crucial part of the work force.

-- Women at Work News Bureau: A targeted, computerized mailing list allows NCWW to release information tailored to the interests of various key sectors (i.e., corporate policymakers, union leaders, educators, legislators, the media, and working women themselves). These concise, factual and easy-to-read releases have been extremely well-received, with requests reaching upwards of 100,000 copies in some cases.

To further strengthen this effort, NCWW has established a tradition of producing special focus materials in conjunction with appropriate national holidays, such as Labor Day, Mother's Day, and Secretaries' Day. For example, on Labor Day 1980 the Commission joined with three other organizations to launch the Working Women's Platform as a Labor Day Challenge to Presidential candidates. The written Platform was sent in advance to the media and to groups and individuals around the country so that working women's activities could be initiated at the community level.

As a result of the NCWW News Bureau, several thousand newspaper articles, columns and news stories from all over this country and from abroad have strengthened the visibility of the 80%. Moreover, Commissioners and staff have participated in hundreds of radio and television interviews exploring the situation of women in the 80%. While it is difficult to estimate the exact value of combined print and electronic media coverage, we are certain that it would total several millions of dollars if purchased.

-- "You and the 80%," a quarterly publication was initiated by NCWW in July 1980 as a means for interested parties to keep abreast of developments concerning pink and blue collar working women. This publication is available by subscription from the NCWW office.

-- Annual Women at Work Broadcast Awards Program: A perception of women's lives and aspirations is reflected through the image established by the media, especially television. Feminists have long deplored the misleading media representation of women as sex objects and second-class citizens through traditional and stereotypical roles. The Commission, encouraged by some honest and serious programming stimulated through the Dialogue media campaigns, created the Broadcast Award program to recognize broadcasters performing in the public interest through exceptional programming on the concerns of working women; to promote the development of programs and production ideas about working women; and to encourage greater recognition of them through an accurate portrayal of their lives.

The competition had a very successful first year in 1979, with 75 entries and an enthusiastic and committed panel of judges reflecting the multi-sector composition of the Commission. To heighten the awareness of working women as the central focus of the Awards, ballots were sent to grassroots women across the country so that they could themselves select the actress on prime time television whose role best portrays the image of a working woman. Linda Lavin as the vulnerable, hardworking waitress, "Alice", won that special award. Ms. Lavin has continued her professional and personal interest in working women by becoming a Commissioner and speaking out on the issues on behalf of NCWW.

The 1980 Awards program brought over 200 entries. Twenty eight award-winning programs were selected by the judges. The Commissioners, aware of a new genre of television films that

sensitively explore the critical problems of women workers, created the Awards for Excellence Series. These Awards were given to the television films; "$5.20 an Hour Dream," starring Linda Lavin, which thematically deals with sex discrimination in employment and "Fun and Games," starring Valerie Harper, which dramatizes sexual harassment and its consequences. The Awards were given to CBS and ABC for program decisions in favor of this kind of film, and to the performers who brought the characters to life.

A third Award for Excellence was given to Esther Rolle for her personal contribution to a positive image of minority working women on television. The Commission also realeased a statement calling for increased efforts to be made on behalf of minority women in the television industry. The Broadcast Awards program allows the Commission to address the issue of self-esteem and the societal view of women as workers. At the same time, the vehicle is one which has high visibility and a positive focus.

-- Public Testimony: Over the course of these three years, NCWW has been invited to testify at a number of Congressional hearings and before various federal agencies. The Commission has responded to each of these requests, realizing that these were important opportunities to transmit the message of the 80% to legislators and government policymakers.

The most notable evidence of the effectiveness of such testimony occurred in early 1980 when NCWW recommendations were embodied in a proposed Senate amendment to the Higher Education

Act. That proposal would have established "The Women's Worksite Development Demonstration Program" under Title I of the Act as a means of ensuring educational opportunities for women workers at or in conjunction with the worksite. Though the amendment ultimately failed in the second Senate-House conference as a result of congressional efforts to balance the federal budget, language was included in the Conference Report (No. 95-1337) that should make it possible to seek funding for such efforts under State and federal discretionary programs. The original proposal would have made available grants to communities of up to $75,000 per year for the purposes of the worksite demonstration program, based on local collaborative efforts by employers, unions and education institutions. It should be noted that the original NCWW testimony from which this proposal sprang was delivered before the Senate Committee on Labor and Human Resources by four grassroots Commissioners accompanied by Commissioner Willard Wirtz. It was the authenticity implicit in remarks by the working women that impressed the Committee and led almost one year later to the introduction of this amendment.

-- Informal Speakers Bureau: NCWW has received invitations to address numerous organizations and institutions on a range of subjects concerning the 80% at both the national and international level. While it would be too cumbersome to list all such occasions, NCWW Commissioners and staff have addressed meetings ranging from women's organizations to education associations, labor unions, racial/ethnic organizations, employer organizations, international entities, and so forth. On one such occasion, NCWW

was asked to address a NATO Symposium on "Women and the World of Work" in Portugal, where the Commission was seen as a model process for working with the 80% in the NATO member countries of Western Europe.

Again, recognizing the importance of such opportunities, the NCWW policy is to make every effort to provide speakers to carry the message of the 80% to all who will listen. Thanks to the commitment of Commissioners and staff who are willing to dedicate their own time and energy to this work, NCWW intends to continue this policy whenever financial resources permit.

II. MODEL PROGRAMS

The second major strategy adopted by the Commission to put data collected from the 80% to best use was the design and testing of action-based model programs or pilot projects that could then be replicated in other areas. Since NCWW is neither a membership organization nor a service agency but works with groups around the country that fall within those categories, channelling resources into the development of useful models and then disseminating those models was seen as an efficient way to pursue policy change at all levels. In essence, the mission of NCWW is not only to design such action programs, but also to stimulate others to take on similar responsibilities. We know that the problem-solving process requires the expertise and accumulated clout of the many sectors which impact on the work force.

Major efforts in the creation of action models have included:

A. Research Roundtable on Working Women

This conference was held on September 29, 1978, and was co-sponsored by NCWW and the George Washington University Women's Studies Program. It

was a pioneering effort to bring together representatives of universities, government, corporations, unions, and women's organizations to accomplish the following objectives:

1. To enlarge the amount of research being done on working women.
2. To link academic research with political and organizational efforts to improve the lives and working conditions of women in the 80%.
3. To cooperate with private employers on research and demonstration projects.
4. To focus research broadly to include problems relating to economics.
5. To document the process of cooperative planning so that it can become a model for other women's studies programs and groups.

Five discussion topics were identified for the meeting: (1) Evaluation Systems and Wages; (2) Training Women for Work; (3) Organizing Women Workers; (4) Child Care; (5) Technology and Its Effects on Women Workers. A summary report from this meeting was published and includes an analysis of how the process worked, as well as the substance of the discussions.

B. Career Counseling for Clerical Workers

In an effort to assist women clerical workers in the area of career development, NCWW worked cooperatively with the National Center for Educational Brokering and ten clerical worker organizations from around the country. A project was designed to assist and motivate women clerical workers to evaluate their jobs and personal skills, explore other career options within their companies or industries, validate their individual aspirations, and acquire the education and/or training necessary to achieve desired occupational mobility. The two-year project targeted

clerical workers in the insurance, banking, and publishing industries. It involved the development of career counseling capabilities within the following clerical organizations: Cleveland Women Working; Dayton Women Working; Nine to Five (Boston); Women Employed (Chicago); Women Office Workers (New York); Women Organized for Employment (San Francisco); Rhode Island Women Working; Seattle Women Working; Women's Alliance for Job Equity (Philadelphia); and Baltimore Women Working.

Another goal of the project was to design, field test and publish a Career Development Seminar for Women Office Workers. The 426-page Seminar Manual, which includes material for an 18-hour curriculum (in flexible components of 1½ hours) was field tested by the participating groups, amended, and published in 1979. The Manual has been ordered by some 300 universities, employers, unions, and women's organizations, and is still available for purchase from NCWW.

This project was supported by the Fund for the Improvement of Postsecondary Education of the Department of Education, under the terms of a two year grant.

C. State/Local Dialogues with Working Women

Working women nationwide discovered that they shared many problems and concerns while attending the six Regional Dialogues conducted by NCWW in 1977-78. During these one-day Dialogues, 80%ers met for the first time to discuss their job-related concerns and to interact with policymakers. For most delegates, this was the first women's meeting they had ever attended. A bond between working women began to form.

In an effort to strengthen that bond by stimulating such dialogues at the state and local level, NCWW published a "Guide to Planning a Dialogue with Working Women." Moreover, under the terms of its third year

contract with NIE,NCWW began to offer technical assistance to any organization, community group, or state/county/local agency wishing to sponsor a dialogue in their area. Such assistance will be made available on an on-going basis. To date, such meetings have been held in over a dozen locations, and many more are in the planning stage. NCWW sees such dialogues as the first step in stimulating local collaborative efforts on behalf of the 80%. (See Appendix for a complete list of state and local Dialogues held through December 1980.)

D. Community Solutions for Child Care

In August of 1979, NCWW cooperated with the Women's Bureau of the Department of Labor and the National Manpower Institute (now the National Institute for Work and Learning) in sponsoring a unique Conference on Community Solutions for Child Care. This meeting brought together employers, union representatives, educators, government specialists, child care providers and others from around the country to explore exemplary local child care programs and discuss strategies for developing additional solutions to this need at the community level.

It was recognized that resources for support of child care are decreasing just at a time when the need for and costs of quality care are increasing. The diversity of Conference participants and the variety of solutions presented brought to the table new ideas to promote an awareness of child care as a concern to all sectors of the community, with special emphasis on the involvement of the private sector in local solutions. Participants left the meeting with feasible, next-step, locally-tailored ideas for child care solutions adaptable to their own communities. Those ideas form the basis of the Conference report which, in turn, has become a tool for local use.

E. Latin American Working Women - An International Model

Under a grant from the International Communication Agency, in late 1979 NCWW hosted a group of 20 80%ers from ten Latin American countries who visited the United States on a 30-day tour to study the NCWW process. The tour included visits to six cities and a variety of industries, organizations, agencies and institutions concerned with women workers. The program also included a unique 12-hour Seminar on "Eliminating Internal Barriers to Equality," which was carried out by the bilingual NCWW staff at the University of Wisconsin in Madison. Participants were also given training to enable them to lead such seminars once they returned home, as well as a complete trainer/participant Seminar Manual in Spanish. In developing this program for first-time visitors to the U.S., NCWW devised a model for transmitting its experience to 80%ers who are potential women leaders abroad.

F. "Project Opportunity" -- Model Training Program for the Education/Career Advisement of Working Women

This program, carried out in conjunction with the Coalition of Labor Union Women (CLUW), was aimed at developing, validating, and disseminating a model training program aimed at enabling unions, community agencies, educational institutions and women's organizations to assist working women to identify their education and career-related needs and interests, and to acquire the education or training necessary to achieve desired mobility within the workplace or the labor movement. The project also involved the collaboration of the National Center for Educational Brokering (a unit within the National Institute for Work and Learning).

Ten CLUW Chapters around the country participated in this 18-month project, with two members from each Chapter selected as Opportunities Advisers (OA's). The OA's helped develop and were trained to administer

an Educational Needs Assessment of Union Women within their Chapters - a survey that was later tabulated and analyzed by project staff. As a part of subsequent training sessions, the needs identified through the survey were explored with a view to creating CLUW Chapter programs to fill those needs. In addition, OA's were trained to establish and maintain education resource centers for the benefit of Chapter members.

Upon completion at the end of 1980, this program will become a model for other CLUW Chapters, union women, and for women workers in general. A how-to handbook, titled "Greater Resources and Opportunities for Working Women" (GROWW), will be available for purchase in early 1981. Funds for the development of this program were made available through a grant from the Women's Educational Equity Act Program of the Department of Education.

G. Personal Skills Training for Women in the 80%

This pilot program was designed as a follow on to the original NCWW Regional Dialogues and relates most directly to the second Area of Prime Concern identified by women in the 80%. This 18-month pilot was launched in June of 1980, when 21 women from eight states in the Denver Region attended a specially-designed Leadership Skills Seminar in that city. This first step of the year-and-a-half-long pilot was supported by a grant from ACTION (where at this writing a proposal is pending for the remainder of the funding needed to complete this pilot).

The theme developed for this program aimed at equipping 80%ers to become change agents in their own behalf was "Personal Troubles...Public Issues." In preparation for better understanding the continuum between the two, participants were asked to come to the Seminar with certain information in hand from their respective communities. This was used for the development of detailed Action Plans as a part of the skills training

curriculum, with technical assistance from project staff. As planned, participants will meet on two additional occasions during the course of the project. Thus, there will be opportunities to amend the Action Plans if needed, and to exchange information on individual progress. This pilot also provides for training in tapping community resources, so that self-supporting activities may be generated on a continuing basis.

Commissioners and staff were extremely gratified when five of the participants from this pilot project took advantage of $200 challenge grants offered by NCWW from general funds to travel to Washington for the November 1980 Commission meeting and the Women at Work Broadcast Awards ceremony. On that occasion, the five women reported directly to the Commission on their feelings about the project and the progress made to date in carrying out their Action Plans.

Provided resources became available, NCWW plans to test this pilot in at least three additional Regions from among the original six, selecting additional Dialogue delegates as participants. We will then publish the field-tested Leadership Skills Training curriculum for use by other community groups throughout the country.

H. Identification of Exemplary Practices

As this report is being drafted, two additional reports are being prepared for submission to the National Institute of Education (NIE) in accordance with NCWW's current contract. These are reports of two specific tasks we were asked to perform for NIE related to the identification of innovative or exemplary practices that make it possible for working women to take better advantage of educational opportunities. One task was aimed at innovative practices within educational institutions, and the other relates to such practices at the workplace.

In carrying out these tasks, NCWW staff worked closely with Commission members from the appropriate sectors in order to design efficient outreach strategies and selection criteria. The product of these efforts will be two detailed but concise reports suitable for broad dissemination to policymakers who, it is hoped, will view the practices identified as potential models for their own organizations or institutions.

In summary, NCWW is eager to share its experience and the models outlined above with employers, unions, educators, legislators, working women or others who are interested in developing programs to support women in the 80%. The Commission is also eager to stimulate the creation of additional pilot projects, and offers technical assistance for that purpose within the limits of available resources.

MOVING FORWARD...ON TO PHASE II

NCWW does not consider that the activities of the last three years are ends in themselves. Rather, as Phase I of a nine-year action plan, these efforts have provided a solid base from which to move through the remaining two phases of that plan. These first three years have been a developmental period, during which existing literature has been reviewed, direct fact-finding has been accomplished, the areas of prime concern have been clearly identified, mechanisms for action have been devised, and the public has become more aware of the 80% as an important part of our nation's human resource pool.

If the work of the Commission were to terminate with the filing of this report, the accomplishments would be substantial, and some of the seeds already planted would grow. These were three years in which things were actually done, not just talked about...and individual grassroots working women were helped. But if the effort were to end now, its largest value would not be realized - the application of these new tools and approaches on a large scale basis. The compound interest on this investment will build in Phase II as more detailed solutions are devised and core leaders are trained, making way for the full benefit in Phase III with the promotion of self-supporting, collaborative efforts at the community level. That is the long-range strategy, based on two major principles: a) to be effective, change must be supported by all involved sectors - business, labor, education, government, and the affected population, and; b) to be realistic, change must be implemented at the local level.

Beginning in 1981, the three-year period envisioned as Phase II of the NCWW action plan will be dedicated to further enabling women in the 80% to act in their own behalf, while policymakers are invited to examine specific

approaches to the Four Areas of Prime Concern. Both major facets of Phase II will be reinforced by NCWW's continuing public awareness campaign. The major elements of Phase II will include:

1. Leadership Skills Training Program for a core of women in the 80% to empower trainees as change agents within their communities.

   As noted in item G. of the section on "Model Programs," a pilot of this project was initiated in June of 1980 within the Denver Region. NCWW plans to test this pilot in at least three other Regions from among the original six where Dialogues were held, before publishing the field-tested curriculum for use in communities throughout the country. Thus, the ground will be laid for a core of working women to participate actively in this plan at the community level, and to reinforce the initiation of local collaborative efforts stimulated through NCWW's work with policymakers.

2. Development of Policy Options Papers to address the Four Areas of Prime Concern identified in Phase I.

   The problem areas have been identified through an extensive process of listening to working women and consulting broadly with private sector representatives. There is a growing consensus that these problems are not intractable, nor their continued existence ordained by some immutable economic law. But that is not the place to stop.

   The next step is to examine these problems from the particular perspective of each of the involved sectors: business/industry, labor, education, government, and women in the 80%. This process has already begun with meetings by sector of NCWW Commissioners to outline feasible approaches to the Four Areas of Prime Concern. This is based on the belief that there is not just one solution to any of these complex problems, but rather a number of options for each of the involved parties. Thus, the

development, publication and dissemination of specific Policy Options Papers will provide decision-makers with a number of feasible approaches, while stimulating further consideration of the prime concerns.

3. Continuing Public Awareness Program

It is not possible to stimulate local action unless there is an awareness on the part of larger proportions of the population of the problems working women face. Neither is it possible to sustain a conviction among working women themselves that matters can be improved, unless they realize that their problems are being recognized, and important people would like to do something about them. As the problems are brought to the surface, the contributions these women make to society must be recognized, especially since enhanced self-esteem is essential to any sustained self-help venture. Therefore, NCWW plans to reinforce community-level efforts, as well as its work at the policy level, through a continuation of its comprehensive public awareness program.

Successful completion of these Phase II activities will lead naturally to the longer-range goal of stimulating self-supporting, collaborative efforts at the community level as the most effective mechanism through which to resolve the problems of working women. This is the level where decisions are made, day to day, by women who work, employers who hire and train them, schools that educate them, and unions that represent members' interests. It would be unrealistic to expect that the problems...long in their creation... of low wages and benefits, inadequate support systems, lack of child care arrangements, and barriers to further education and training, will yield to anything but persistent effort. It is also unrealistic to expect that they can be solved without sustained effort at the local level by local people.

While stimulating such local community action is admittedly an ambitious undertaking, because these first three years of the NCWW process have been so successful in enlisting private sector involvement and developing the necessary tools, there is every reason to believe that the goal is indeed attainable.

APPENDICES

APPENDIX A

MEETINGS OF THE NATIONAL COMMISSION ON WORKING WOMEN

The National Commission on Working Women has met four times per year, beginning with its first session in November 1977. Commission meetings have been held on the following dates.

YEAR I

- November 28-29, 1977
- February 8-9, 1978
- April 12-13, 1978
- June 14-15, 1978

YEAR II

- November 13-14, 1978
- February 12-13, 1979
- May 21-22, 1979
- October 16-17, 1979

YEAR III

- January 31/February 1, 1980
- April 16-17, 1980
- July 23-24, 1980
- November 18-19, 1980

All meetings have been held in Washington, D. C., with the exception of the first session in Year III, which was hosted by the Equitable Life Assurance Society in New York City.

STATE/LOCAL DIALOGUES WITH WORKING WOMEN

As noted in the body of this report, NCWW has provided technical assistance to organizations at the state, county and local level for the purpose of holding Dialogues with Working Women patterned after the NCWW regional model. To date, such meetings have been held in the following locations, with many more in the planning stages.

• NORTH CAROLINA	2/3/79	State-wide (Greensboro)	N.C. Department of Labor & N.C. Council on the Status of Women
• NORTH CAROLINA	8/11/79	Four-county (High Point)	A coalition of organizations, including American Friends Servide Committee, N.C. Council on the Status of Women, and several YWCAs
• FLORIDA	10/27/79	State-wide	State Department of Labor and Employment Security & Governor's Commission on the Status of Women
• COLORADO	11/17/79	District-wide (Denver)	American Federation of Government Employees, Department of Women's Affairs
• CONNECTICUT	11/17/79	State-wide (Hartford)	University of Connecticut Labor Education Center, Connecticut State Labor Council, & Permanent Commission on Status of Women

(This Dialogue won First Place in the "Creative Programs" category from the National University Extension Assn., Women's Education Division.)

• ARIZONA	1/26/80	City-wide (Phoenix)	Phoenix Commission on the Status of Women
• SOUTH CAROLINA	11/10/79	State-wide	S.C. Dept. of Labor & S.C. Commission on Women
• FLORIDA	6/7/80	County-wide (Ft. Lauder-dale)	Broward County Commission on the Status of Women

• COLORADO	10/11/80	City-wide (Denver)	Colorado Council on Working Women
• KENTUCKY	11/1/80	State-wide (Louisville)	University of Louisville, State Commission on Women, Jefferson Community College & others
• DELAWARE	11/8/80	State-wide (Wilmington)	Del. Commission on Women
• COLORADO	11/15/80	City-wide (Pueblo)	Colorado Council on Working Women
• MICHIGAN	12/6/80	State-wide (Lansing)	Michigan Women's Commission

CONTRIBUTORS

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- GOVERNMENT AGENCIES

  - National Institute of Education, U. S. Department of Education
  - Fund for the Improvement of Postsecondary Education, U. S. Department of Education
  - Women's Educational Equity Act Program, U. S. Department of Education
  - ACTION
  - Women's Bureau, U. S. Department of Labor
  - International Communication Agency

- PRIVATE FOUNDATIONS

  - Ford Foundation
  - Rockefeller Family Fund
  - The Windom Fund

- CORPORATIONS/CORPORATE FOUNDATIONS

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  - American Federation of State, County, and Municipal Employees

- American Federation of Teachers
- American Federation of Television and Radio Artists
- Communications Workers of America
- Federation of Professional Athletes
- International Alliance of Theatrical State Employees and Moving Picture Machine Operators
- International Association of Machinists and Aerospace Workers
- International Union of Electrical, Radio and Machine Workers
- National Education Association
- Screen Actors Guild
- United Auto Workers
- United Food and Commercial Workers International Union

We are very grateful to all these contributors for their support of the 80% and for their confidence in our ability to perform.

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LIST OF AVAILABLE NATIONAL COMMISSION ON WORKING WOMEN PUBLICATIONS

	Price Per Copy*
• "YOU AND THE 80%" (A quarterly publication)	$10.00 (annual subscription)
• NATIONAL SURVEY OF WORKING WOMEN Perceptions, Problems and Prospects	2.00
• RESEARCH ROUNDTABLE REPORT	1.50
• STATUS OF CLERICAL WORKERS (Summary Analysis of Research Findings and Trends)	1.00
• THE CAREER DEVELOPMENT SEMINAR FOR WOMEN OFFICE WORKERS (A 426-page manual)	44.00
• A GUIDE TO PLANNING A DIALOGUE WITH WORKING WOMEN	1.00
• 1981 WOMEN AT WORK BROADCAST AWARDS, Rules and Nomination Forms	FREE
• COMMUNITY SOLUTIONS FOR CHILD CARE (Report of a Conference held March 1979)	FREE
• WORKING WOMEN SPEAK: A Report on the Education, Training, Counseling Needs of Working Women (NACWEP)	FREE

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